



# **Report of the Study Team on Tribal Development Programmes**



**MYSORE**

**Committee on Plan Projects  
PLANNING COMMISSION**

Report of the  
Study Team on  
Tribal Development Programmes



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## P R E F A C E

- 0.1 At the instance of the Planning Commission, the Committee on Plan Projects constituted in its Resolution No.COPP/Adm/16(1)/66 dated 16th October, 1966, (Annexure I), a Study Team on Tribal Development Programmes with the object of giving practical effect to the recommendations made in the Original Fourth Five Year Plan Draft Outline for the welfare of Scheduled Tribes and for assisting State Governments in evolving concrete schemes of development specially adapted to the needs and conditions of tribal communities and areas. The Team, as originally constituted, consisted of Shri P. Shilu Ao as Chairman and Sarvashri L.M. Shrikant and B. Mehta as Members. Shri B. Mehta resigned the membership of the Team on February 20, 1967 and Shri T.Sivasankar was appointed as Member in his place.
- 0.2 The Resolution constituting the Study Team provides for the co-option of a member by the Study Team from each State in consultation with the Chief Minister of the State for the study of development programmes in respect of that State. Smt. Yashodhara Dasappa was co-opted as Member of the Study Team in consultation with the Chief Minister of Mysore.
- 0.3 This report is based on an on-the-spot study of the various tribal development programmes undertaken in Mysore State. The report was discussed with the State authorities at the draft stage and their suggestions and comments have been duly taken into consideration while finalising it. The Study Team wishes to thank the State authorities for the facilities provided by them for the conduct of the study.

## Chapter - I

### TRIBAL POPULATION

1.1 According to the 1961 Census, the tribal population in the Mysore State numbered 1.92 lakhs which is 0.81% of the total population of the State. An estimate made by the Department of Social Welfare puts the present figure at 2,50,000.

The scheduled tribes are found in nearly all the districts with modest concentrations in the districts of Mysore, Coorg and South Kanara. There are, however, no scheduled areas in the State. The districtwise particulars regarding the total population, the population of scheduled tribes etc. are given below:

#### Districtwise population in Mysore State

Sl. No.	District	Total Population	Scheduled Tribes		
			Popula- tion	Rank of Col. 4	Col. 4 as %age of Col. 3
1.	2.	3.	4.	5.	6.
1.	Bangalore	25,04,462	4,638	9	0.18
2.	Tumkur	13,67,402	402	16	0.03
3.	Chitradurga	10,94,284	152	18	0.01
4.	Kolar	12,90,144	367	17	0.03
5.	Bellary	9,15,261	647	14	0.07
6.	Mysore	16,71,399	16,805	4	1.01
7.	South Kanara	15,63,837	48,678	2	3.11
8.	Coorg	3,22,829	27,102	3	8.40

1.	2.	3.	4.	5.	6.
9. Hassan	8,95,847	24	15		0.10
10. Shimoga	10,17,368	6,40			0.61
11. Chikmagalur	5,97,305	7,76			1.20
12. Mandya	8,99,210	52	15		0.06
13. Belgaum	19,83,811	51,73	1		2.60
14. Bijapur	16,60,178	9,05	6		0.57
15. North Kanara	6,89,549	4,218	10		0.61
16. Dharwar	19,50,362	10,665	5		0.55
17. Gulbarga	13,99,457	,352	11		0.97
18. Bidar	6,63,172	1,055	12		0.16
19. Raichur	11,00,390	45	19		0.01
Total:	2,35,86,775	1,92,7096			0.81

In the above statement Belgaum is shown to have a tribal population of 51,673. According to the State authorities, however; enumeration during the census of 1961 was vitiated by the mistake, committed by the enumerators in assuming that "Derads" a non-tribal community found in the Gokak area of the district were the same as "Baradas" who have been notified as scheduled tribes. The number of scheduled tribes in the district as estimated by the Social Welfare Department is about 1,000, almost all of them belonging to Harijshikari Community.

1.2 The following communities have been listed as :

**Scheduled Tribes in the Mysore State:**

1. Soligas
2. Iruligas
3. Hakkipikkis
4. Kurubas
  - (a) Kadukurubas
  - (b) Jenukurubas
  - (c) Betta Kurubas
5. Yeravas
  - (a) Panjarai-Yeravas
  - (b) Paniyeravas
  - (c) Badagayeraval
6. Malaikudiyas
  - (a) Malaikudiyas of South Kanara district
  - (b) The Malaikudiyas
  - (c) Poomalikudiyas
7. Medas
8. Koragas
9. Adiyas
10. Marattas
11. Kapalas
12. Gondalus
13. Hasalaru
14. Bhils
15. Malerus
16. Pardhis
  - (a) Advichenchars
  - (b) Parimshikaris
  - (c) Chigaribetegars
  - (d) Neersshikaris
17. Baradas
18. Koramas



1.3 The Marattas are by far the most advanced among the various tribes in Mysore while the most backward are Kadukurubas, Jenukurbas, Iruligas and Koragas. Marattas are found in nearly all the villages and towns of South Kanara district and Malaikudiyas in the hill ranges of Belthangadi, Subramanya. Sullia and puttur of the same district. Kadukurubas, Jenukurbas and Iruligas live in

forests where they subsist on tubers, roots, animals and bamboo shoots. Hakkipikkis are another tribal community who live by catching birds and small animals and selling them in the neighbouring villages and towns. They generally live on the fringes of forests. Koragas earn their living by working as scavengers in Municipalities and Panchayats and are treated as untouchables.

1.4 Particulars regarding the population of the tribes, their habitat, and occupation are given below:

Name of the Tribe	Habitat	Population (Approx.)	Occupation
1. Soligas	Mysore, Bangalore, Mandya districts and part of Tumkur	10,000	Forest Labourer and Podu cultivation.
2. Iruligas	-do-	2,000	Agriculturist and Pries's
3. Kurubas	Bangalore, Kolar, Mysore and Coorg districts.	40,000	Agricultural labourers, collection of honey and basket making
4. Yeravas	Coorg and Mysore districts.	20,000	Agricultural labour
5. Malaikudiyas	South Kanara and Coorg districts.	13,000	Agricultural labour and collection of minor forest production
6. Medas	Coorg district	2,000	Basket making
7. Koragas	South Kanara district.	10,000	Basket making
8. Adiyas	Coorg district	250	Labour
9. Marattas	South Kanara and Coorg districts	20,000	Agriculture



1	2	3	4	5
10.	Kapalas	Coorg district	200	Cultivation
11.	Gondalus	Chickmagalur district	2,000	Agricultural labour
12.	Hasalaru	Shimoga district	1,000	
13.	Malerus	Chickmagalur district	1,000	Forest labour
14.	Pardhis	Bijapur, Dharwar and Belgaum district	50,000	Nomadic
15.	Koramas*	Coorg district.	1,000	Agriculture
16.	Hakkipikkis	Mysore, Mandya, Bangalore Hassan, and Shimoga districts	5,000	Nomadic
17.	Bhils	**	**	
18.	Baradas	**	**	

It will be seen from the above table that while a few of the tribes eke out their livelihood either by basket making or by the collection of minor forest produce agriculture remains largely the mainstay of the tribals.

#### Occupational Distribution

1.5 Out of the total scheduled tribes population of 1.92 lakhs, 0.90 lakh, (46.64%) are non-workers. Out of the workers, numbering 1.02 lakhs, 44.04% are cultivators, 28.91% are agricultural labourers and 12.02% are engaged in mining, quarrying, forestry, fishing, hunting, orchard plantation and allied occupations. The number dependent upon agriculture for maintenance thus works out to 73%. As tribals have not developed any technical skills, they

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\* The Koramas are found all over the State but only those of the Coorg district are listed as scheduled tribe.

\*\* These are very few in number inhabiting the areas of old Hyderabad and Bombay, Karnatak now integrated with present State of Mysore.

are not able to find employment in manufacturing, construction and industrial projects. Particulars regarding the occupational pattern among the scheduled tribes, vis-a-vis the general population are given in Annexure II.

1.6 A few tribal communities have taken to cultivation, shifting (Kumri) or permanent. These are found in the forests of B.R.T. Hills, Karapur, Bandipur, Hunsur and Periyapatna of Mysore district and Nagerhole, Thithimathi, Murkal, Kallahall, Thadiandemolu, Bhagamandala and Chembu areas of Coorg district.

1.7 Literacy: With the exception of the Marattas, the tribal communities, generally speaking, are illiterate. According to the 1961 Census the level of literacy among the scheduled tribes was 8.15% against 25.4% for the total population of the State. Among the Marattas, however, the percentage of literacy was over 10%. The percentages of literacy among tribal males and females were 13.24 and 2.81, against 36.1 and 14.2 respectively among the total population. Tribal women are thus far behind the tribal males in literacy. Annexure III contains information regarding the levels of literacy among the scheduled tribes and the total population.

1.8 Land Utilisation: Land utilisation in the State is as under:-

		(Figs. in '000 hectares)
S.No.	Particulars	1954-55
I.	Total reported area	18,909
II.	Forest	2,690
III.	Not available for cultivation	1,751
	(a) Barren and uncultivable land	905
	(b) Land put to non-agricultural uses.	846
IV.	Other uncultivable land excluding fallow land	2,690
	(a) Permanent pasture and other grazing land	1,718
	(b) Land under miscellaneous tree crops and groves not included	362
	(c) Cultivable Waste	619
V.	Fallow lands	1,350
	(a) Fallow land other than current fallows	548
	(b) Current fallows	802
VI.	Net area sown	10,419
VII.	Area sown more than once	382
VIII.	Total cropped area	10,801

The above table relates to land utilisation in the entire State. Details regarding land utilisation in the tribal areas are not available.

Source: Indian Agriculture in Brief, Ministry of Food and Agriculture, C.D. and Cooperation - March 1967.

1.9 The more important crops grown in the State are rice, jowar, wheat, ragi, pulses, oilseeds, cotton, sugarcane, tobacco, coffee, cardamom, pepper and coconut. The State ranks first in the country in respect of the production of coffee, ragi and cardamom, second as regards arecanut and coconut, third in respect of jowar, cotton and tobacco and fourth in regard to groundnut. Rice and Ragi are the main crops grown by the tribals.

1.10 ~~Denotified Tribes~~. Earnest efforts have been made by the State Government to ameliorate the condition of an unfortunate section of the tribal community described in official documents as the "Denotified Tribes". Although no one is born a criminal, these tribes, during the days of the British rule, were made to bear the brand of criminality by the accident of their birth and were subjected to restraints on their movements so harsh that even an accidental failure to report to the guardians of law at unearthly hours was treated as an offence justifying the imposition of a savage sentence of imprisonment. Their emancipation, however, came with the attainment of Independence but for no ostensible reason they have been relegated to a separate category which denies them the benefits and facilities extended to the scheduled tribes and have been given an

appellation which seems to perpetuate the memory of their unfortunate past. Anomalies have been brought to the notice of the Team where the same tribe treated as 'Scheduled' in one region has been classified as 'Denotified' in another merely because of the accident that they were declared as a criminal tribe in one and not in the other. The Team regards the denial to the denotified communities who are in every way tribals of the benefits admissible to the scheduled tribes as invidious and contrary to the spirit of the Constitution and recommends that early steps may be taken by the Central Government to end the anomalies and the injustice inherent in them by a more rational classification of the tribes.



## Chapter - II

### DEVELOPMENT PLANS

2.1 First and Second Five Year Plans: The Team has not been able to obtain precise information regarding the schemes undertaken in the First Five Year Plan for the benefit of the tribals. In the Second Five Year Plan, a provision of Rs.45.35 lakhs - Rs. 29.66 lakhs in the State Sector and Rs.15.29 lakhs in the Central Sector - was made for tribal welfare. Special emphasis was laid on the provision of lands for cultivation and house-sites, on agricultural colonies, land reclamation construction of roads in interior areas and drinking water wells and on the provision of medical facilities. Against this provision, an expenditure of Rs.36.95 lakhs - Rs.23.46 lakhs in the State Sector and Rs.13.49 lakhs in the Central Sector -- was incurred.

2.2 Third Five Year Plan: Against the total outlay of Rs.246.21 lakhs for the State's Third Plan a provision of Rs.50.70 lakhs was made for tribal welfare which works out to 0.20% of the total outlay of the State plan. The per capita provision for tribals works out to Rs.26/-. The total expenditure for the welfare of the tribes was Rs. 46.35 lakhs. Thus the per capita expenditure comes to Rs.24/- in the Third Plan. Expenditure during the Third Plan fell short of the approved outlay by Rs.4.44 lakhs. The shortfalls were mainly under Education, Health, Housing and some other schemes.

2.3 The programme of opening Ashram Schools and hostels for tribals was intensified during the Third Plan period. In all 38 Ashram Schools were opened and 2900 scholarships were awarded to tribal children. Under Economic Uplift special attention was paid to the opening of agricultural colonies and to the setting up of training-cum-production centres. Schemes were also undertaken to settle shifting cultivators and organise forest cooperatives. Ad hoc Development Blocks were constituted in Periyapatna taluk of Mysore district and Nagerhole taluk of Coorg district. Two multipurpose cooperative rehabilitation projects were started. Grain golas were set up in 3 agricultural colonies. Subsidies were granted to about 750 persons for the construction of houses and 50 drinking <sup>water</sup> wells were sunk. Annexure IV contains a statement of targets achieved by the end of the Third Plan.

2.4 Reasons for Shortfall: The shortfall in expenditure under the head Education was of the order of Rs. 1 lakh. This was mainly due to the following reasons:

- (1) Non-availability of staff to work in interior forest areas and the posts remaining vacant as a result for some months and in some cases even for years.
- (2) Difficulty in the initial stages to get the full complement of tribal boys admitted in the Ashram Schools.

- (3) ~~Non-~~availability of materials and labour in interior tribal areas and the unwillingness of administrators to take up the construction of school buildings and their inability to complete them within the stipulated period.

2.5 Under Economic Uplift expenditure was in excess of the sanctioned provision under grain golas, forest labour cooperative societies and agriculture. There was, however, a shortfall of about Rs.4.00 lakhs under schemes for the construction of houses and approach roads and establishment of mobile health centres and community-cum-women welfare centres.

2.6 Fourth Plan: <sup>Draft</sup> The Fourth Five Year Plan/Outline (1966-71) visualises the expansion of the existing 38 Ashram Schools, opening of six additional hostels and the starting of 11 Community-cum-Women Welfare Centres. It also makes provision for the award of scholarships to 5000 students and for the supply of equipment and clothing to about 5300 students. The Plan lays special emphasis on the scheme for the grant of stipends to students in Industrial Training Centres. An interesting feature of the Plan is the proposal to start a Girijan Vikas Kendra to inculcate development consciousness among the tribals.

2.7 The programmes for Economic Uplift provide for the construction of buildings for Craft training centres and for assistance to trainees in the shape of raw materials,



tools and equipment. Provision has also been made for the opening of six more multipurpose cooperative rehabilitation projects, 22 grain golas and 2 bee-keeping units. It is also proposed to encourage poultry farming and sheep breeding in areas where conditions are favourable. The State Government has placed at the disposal of the Mysore State Scheduled Castes and Scheduled Tribes Cooperative Housing Corporation a sum of Rs. 3.5 crores for the grant of loans ranging from Rs. 1000 to Rs. 3000 to members of the Scheduled Castes and of Scheduled and Denotified Tribes for the construction of houses through Housing Cooperatives formed by the beneficiaries. As few tribals will be in a position to take advantage of the loan scheme the Fourth Five Year Plan provides for a sum of Rs. 5 lakhs towards the grant of subsidies to tribals for the construction of houses. The amount of subsidy will be limited to Rs. 750/- per house exclusive of timber which will be supplied free. The programme under Health includes the sinking of 79 drinking water wells and the starting of 2 mobile Health Units. It also provides for the strengthening of the paramedical staff in dispensaries.

2.8 In the absence of a socio-economic survey it cannot be said that the Fourth Plan reflects the felt needs of the tribal communities. Nor is there any indication of special schemes being formulated under the Plan to correct the imbalance as between tribe and tribe.

2.9 Flow of funds from the General Sector: As in many other States the special provision in the Plan for tribals is being treated as the only provision available for tribal welfare. The Team is disappointed to note that although the attention of the State Governments has been repeatedly drawn in the past to the fact that the special provision is not in lieu of the general provision but is intended to supplement it the tribals have not received an adequate share of the benefits from the general provision to which they, as the citizens of the State, are legitimately entitled.

2.10 In pursuance of an order of the State Government, Taluk Development Boards are required to earmark 18% of their funds for the benefit of the scheduled castes and scheduled tribes. In one of the Taluks which the Team visited the President of the Taluk Development Board admitted that the entire 18% had been set apart for the scheduled castes and that the scheduled tribes had been left out altogether notwithstanding the fact that the Taluk had a substantial population of scheduled tribes. To ensure that the interests of the scheduled tribes are not subordinated to the clamant demands of the scheduled castes who are numerically larger and politically more powerful the State Government may consider modifying the order to see that a reasonable percentage of the Taluk Board funds is set apart exclusively for the scheduled tribes, especially in areas where there is a sizable tribal population.

## Chapter - III

### ADMINISTRATION

3.1 There is no separate Department of Tribal welfare in the State. The Tribal Welfare Programmes are administered by the Social Welfare Department which is in charge of the welfare of both the scheduled castes and scheduled tribes. The Minister for Social Welfare who is in charge of the welfare of Backward Classes is also in charge of Tribal Welfare programmes. At the State level, the Director of Social Welfare is responsible for the coordination of all schemes connected with the welfare of tribals. He is assisted by one Assistant Director and a Special Officer. At the district level, the Deputy Commissioner, who is the controlling officer, is assisted by the District Development Assistant and the District Social Welfare Officer.

3.2 In every taluk, there is a Taluk Development Board which is responsible for implementing tribal development programmes. The B.D.O., as the Executive Officer of the Board, is responsible for executing the programmes at the block level. He is assisted by a Social Welfare Inspector. In places where there is a concentration of tribal population, separate posts of Tribal Welfare Inspectors have been created. There are three Tribal Welfare Inspectors for each of the Tribal ~~Ad hoc~~ Development Blocks in the State.

3.3 Scheduled Castes with their massive superiority in numbers and political power are apt to attract more attention than the unsophisticated tribals when a single department is in charge of the welfare of both the sections of the community. Although in view of the relatively small tribal population there is no case for a separate Department of Tribal Welfare in the State, the Team considers that if the pace of progress is to be accelerated and interests of the tribals adequately protected, the Director of the Social Welfare Department should have as his deputy, a senior officer, who will devote himself exclusively to the problems affecting the tribals.

3.4 The State Advisory Committee for Scheduled Tribes:

Paragraph 4 of the Fifth Schedule to the Constitution, provides for the constitution of a Tribes Advisory Council for the scheduled areas. Where there are scheduled tribes but no scheduled areas in any State, the President is empowered to direct the setting up of a Tribes Advisory Council. In the Mysore State, there are scheduled tribes but no scheduled areas. To advise Government on the welfare of scheduled tribes an Advisory Committee at the State level was constituted in 1962. On the expiry of its term in 1965, the Committee was reconstituted with the same members for a further period of 18 months. It was again reconstituted in 1967. The Committee has the Minister for Social Welfare as Chairman and consists of

24 members of whom 12 are non-officials and 12 officials. The non-official members are drawn from among the tribal MLAs, social workers and Presidents of Taluk Development Boards. The official members are the Development Commissioner, Registrar of Cooperative Societies, Director of Animal Husbandry, Director of Agriculture, Director of Fisheries, Director of Industries and Commerce, Chief Conservator of Forests, Inspector General of Police, Secretary, Planning, Health and Social Welfare Department, Director of Public Instruction, and Deputy Secretary to Government GAD (Services). The Under Secretary PHS (Social Welfare) Department acts as the Secretary of the Committee. The term of the Committee is normally limited to 3 years.

3.5 The Government has directed that the Committee will inter alia review the progress of the work done in matters relating to the amelioration of the conditions of the scheduled tribes in the State and suggest ways and means for implementing the constitutional safeguards provided under the various Articles of the Constitution for the advancement of the scheduled tribes.

3.6 The members of the Committee visit tribal areas and convey their impressions about the working of the various schemes and offer suggestions for their effective implementation. The Committee meets twice a year and passes resolutions on which action is taken by the State Government.

3.7 Voluntary Organisations: No serious attempt has been made to enlist the cooperation of voluntary organisations for advancing the welfare of the tribals. The Team is aware that occasionally imposture masquerades in the guise of voluntary service and that fraudulent claims based on fictitious attendance are made by persons who run aided hostels and other institutions. The presence of a few black sheep should not however, be made a ground for not encouraging dedicated organisations of proved probity. Official effort, in the opinion of the Team, should be seconded by dedicated voluntary service if it has to make a lasting impact on the tribals.



## Chapter - IV

### LAND PROBLEMS AND INDEBTEDNESS

4.1 Land holdings of tribals are, as in other States, generally small and scattered. According to the 20% sample survey of tribal households conducted during the last Census, 63.64% of the households owned lands or held them from Government, 19.89% held from private parties or institutions and 16.47% held lands partly from Government and partly from private persons. Among the cultivating households, 23.25% had holdings ranging from 1 to 2.4 acres and 21.01% of the households had holdings ranging from 2.5 to 4.9 acres. Particulars regarding the cultivating tribal households, the size of the holdings etc. in rural areas are shown in Annexure V.

4.2 Although no precise figures are available it is estimated that the total acreage of land owned by the tribals in the State would be of the order of 10,000 acres. There is no law or regulation at present to prevent the transfer of land from tribals to non-tribals. The Mysore Land Revenue Act and the Land Reform Legislation do not contain any special provisions for protecting the rights of tribals in land. There is, however, a provision for the reservation of 50% of the Government land available for allotment to landless people. This reservation, however, suffers from a serious weakness in that the tribals have been bracketed with the scheduled castes and no specific percentage of reservation has been fixed

exclusively for the scheduled tribes. The scheduled castes being more vocal, it is feared that a major part of the more fertile areas available for allotment will be snapped up by them. That this is not an imaginary contingency but a genuine apprehension is borne out by the complaints made to the Team that while 50% of what in the State is termed as "D.C." land had been reserved for assignment to the scheduled castes and scheduled tribes, in actual practice, the best land was being allotted to the scheduled castes and uncultivable or barren waste to the scheduled tribes. To ensure that the tribals receive a fair deal the Team suggests that in areas where sizable areas of Government land are available for allotment a Revenue Inspector, who will act as a liaison officer between the Social Welfare Department and the Revenue Department, may be entrusted with the work of assigning lands to tribals. In the selection of land for tribals, the help of non-official agencies may usefully be enlisted.

4.3 A belt of low-lying land, locally known as 'hadlu' girdles the forest areas of Coorg district. ~~Hadlu~~ Hadlu land is specially suitable for paddy cultivation. Some of it is being cultivated by the tribals and in one tribal colony, which the Team visited the 'hadlus' could conveniently be irrigated from a tank located in the reserved forest if the Forest Department agreed to its renovation. It



was brought to the notice of the Team that a survey would reveal the existence of sizable areas of 'hadlu' land. Such a survey may be undertaken urgently and 'hadlus' located after such a survey reserved for allotment to the tribals.

4.4 In the old Madras Rules applicable to areas transferred to Mysore after the Reorganization of the States transfer of tribal land to non-tribals was permitted after the expiry of 15 years from the date of assignment. Certain amendments to the rules seem to be under the consideration of the State Government but they do not provide for a ban on the transfer of tribal land to non-tribals. In order to protect the rights of the tribals in land, it is necessary to impose such a condition. Since the Mysore Land Revenue Act, 1964 has repealed the Madras Rules, such a condition can even now be attached to the grant of land under section 91 of that Act which provides that the Deputy Commissioner may annex such condition or conditions to the grant of unoccupied land as he may deem fit. The Team was surprised to learn that even in cases where the condition abridging the right of transfer ought to have been imposed in accordance with the rules in force pattas had been issued without incorporating such a condition. Unless a serious view of such a lapse is taken by the State Government the Team fears that unscrupulous persons will be encouraged to take advantage of the ignorance of the tribals to grab the lands assigned to them.

4.5 Indebtedness: Indebtedness is not a serious problem amongst the tribals in Mysore. A peculiar system of bonded labour called 'Jeetha' is, however, found in <sup>area in</sup> ~~the taluks of~~ Kharapura <sup>Mysore district</sup> (H.D. Kote Taluk) and Belthangadi (South Kanara). Under this system, a tribal has to work as 'Jeetha' (bonded labourer) under a landlord for repayment of debt incurred by him or his parents. He is usually paid Rs.25/- per annum in addition to food and clothing. He can regain his freedom if he repays the debt. Although the ~~SA&ST~~ <sup>\*</sup> Commission recommended the abolition of the system by legislation no action appears to have been taken so far by the State Government to implement the recommendation.



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\* Scheduled Areas and Scheduled Tribes Commission.

## Chapter-V

### AGRICULTURE AND ALLIED SECTORS

5.1 Agriculture: The diversification of the economy during the three Plan periods has not affected the tribals whose mainstay continues to be agriculture. As stated earlier 73% of the tribals are dependent on agriculture either as cultivators or as agricultural labourers.

5.2 The tribals grow ragi and paddy in Coorg, Mysore, Mandya, Bangalore, Shimoga, Chickmaglur, Hassan and South Kanara Districts. They also grow on a small scale commercial crops like chillies, coriander and tobacco. Banana is also grown in almost all the tribal colonies but it is only in part of South Kanara district that cultivation of banana has been introduced on a planned basis.

5.3 The agricultural practices and the cropping pattern followed by the tribals are similar to the traditional practices followed in the neighbouring villages. The tribal areas do not appear to have received any significant benefit by the agricultural development schemes formulated under the general development programme during the Third Plan period. However, steps have been taken to introduce chemical fertiliser organic and green manures in the Tribal Development Blocks. Improved seeds are also being supplied to the tribals. Hybrid maize is being grown in the Coorg district. Taichung paddy seeds were supplied to the tribals in 1967-68 in the Tribal Blocks of Beggadadevanakote and Nagerhole.

5.4. Depredations by pigs and more particularly by wild elephants are frequent in some of the interior tribal areas of the State. The Team suggests that the Government may consider giving selected tribals licences for muzzle loaders as a measure of protection for their crops.

5.5 Agricultural Colonies for Tribals: Apart from the assistance given for the development of agriculture in the ad hoc T.D. Blocks the State has established 87 agricultural colonies in the tribal areas for improving the economic condition of tribals. Out of these 80 are general agricultural colonies, 5 are special agricultural colonies and 2 are Multi-purpose Cooperative Rehabilitation Projects.

5.6 The districts in which the colonies are located and their number are shown below:

<u>Name of District</u>	<u>Number of Colonies</u>
1. Mysore	37
2. Coorg	29
3. South Kanara	8
4. Shimoga	5
5. Bangalore	2
6. Bijapur	4
7. Mandya	1
8. Belgaum	1
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Of the five special agricultural colonies referred to above, three are in Mysore district, two in Bijapur district, and of the two Multi-purpose Cooperative Rehabilitation Projects one has been started for the Malekudiya tribes in Belthangadi taluk of the South Kanara district and the other for Soligas in Gundlapet taluk of Mysore district.

5.7 Provision has been made in these colonies for agricultural land, residential houses, drinking water wells, approach roads, health services, multi-purpose cooperatives, women and child welfare centres and ashram schools. The working of these colonies has, however, not been uniformly successful and as in other States where this experiment has been tried Mysore has had its share of failures. Not infrequently the failure of the colonisation Schemes is due less to the inability of the tribals to take advantage of the facilities provided than to the assumption of the planners that with the grant of land and the supply of bulls enough has been done to enable the tribals to fend for themselves. What is not recognised is that the building up of fertility of virgin land after reclamation takes time and that the productivity of land, even of reasonable quality, immediately after reclamation, is not always enough to maintain a tribal family. Unless the tribals are given wages during the period of reclamation and a subsidiary occupation to supplement their income to enable them to earn a living during the 'off' agricultural season they will have no alternative but to abandon the colony to eke out a living elsewhere as labourers\* Irrigation makes agriculture profitable and the Team came across colonies in the State,

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\* The Team has since been informed that the Social Welfare Department has realised the need for Land Reclamation and Land Development before possession of lands is actually handed over to the tribals for cultivation. A start has already been made in this respect for clearing the stumps and levelling the land by bull dozers and ploughing the lands with Tractors.

which dormant at one stage, had been revived as soon as irrigation facilities became available.

5.8 It was brought to the notice of the Team that certain other factors had also contributed to the failure of land colonisation schemes. In one case the tribals had been given not only land and bullocks but also diesel pumps to irrigate their lands. Although the conditions were in every way favourable for its successful working the Team was told that the scheme had failed as a result of the machinations of powerful non-tribal farmers in the neighbourhood who fearing that the success of the scheme would deprive them permanently of cheap tribal labour induced the tribals to sell their bullocks and enter into a contract (bonded labour) with them as agricultural labourers and by a process of intimidation of local officers and the adoption of other dubious methods, succeeded in thwarting the efforts of the Social Welfare Department to wean the tribals back. The Team feels that the State Government should strengthen the hands of the local officers and take stern action against elements who have a vested interest in perpetuating the backwardness of the tribals.

5.9 Another cause of failure which came to the notice of the Team in the course of its tours was the tardiness of official machinery coupled with faulty planning. In puttur village of South Kanara district, tribals were given 2 acres of land each but no pattas were issued to them. 10 members of the colony

were given a pair of bullocks each on the assumption that a well would be constructed and pump-sets fixed for irrigating the lands. But the irrigation scheme did not materialise and the bullocks died for want of proper feed. And finally the members of the colony were told that Government had cancelled the allotment of land.\*

5.10. Before embarking on colonisation schemes the Team would suggest that the prospects of success should be carefully assessed and care taken to anticipate and avoid the mistakes which have occasioned the failure of such schemes in the past. More money has been wasted on land colonisation schemes with their ambitious housing programmes than on any other single welfare measure undertaken for the benefit of the tribals. The impact of these schemes on tribal welfare appears to be wholly incommensurate with the expenditure incurred and it is largely true that many of these colonies are mere show-pieces and wasteful ones at that.

5.11. In the Belthangadi taluk of South Kanara district which the Team visited the Malaikudiyas brought the following needs to its notice:

1) Lands suitable for cultivation with water resources are available in the reserved forest and should be granted to them on darkhast.

2) A Women Welfare Centre should be opened at Machina and Shishila villages.

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\* It is reported that this happened before 1956 when this taluk was a part of the erstwhile Madras State. However, the Mysore State authorities have now taken care to see that such cases do not occur again.

3) Two agricultural colonies, each to settle 20 farmers, may be established at Dharmastala and Charmady.

The Team is unable to comment on the request that land in reserved forests should be made available for assignment to the tribals. This as well as the other requests may be considered by the State Government on their merits.

5.12. The Team came across an agricultural colony at Neriya in Belthangadi Taluk (South Kanara) where a joint farming cooperative society had been formed. Although it was a joint farming cooperative society, the bulk of the land was under individual cultivation and only a small portion had been set apart for joint cultivation, the crop grown being tapioca. The Team was told that this had been done with the intention of utilising the sale proceeds of tapioca to pay off the loan borrowed from the society on the security of the land jointly cultivated and to distribute the land for individual cultivation during the ensuing agricultural season. The tribals, when questioned, expressed themselves strongly against joint farming. The fact that the diligent worker was placed on a par with the idler while sharing the produce seems to account for the general revulsion in the colony against the system of joint farming.

5.13. It was brought to the notice of the Team that bonded labour still claimed some 22 families in the Neriya Agricultural Colony and a suggestion was made that they could all be settled if the Government could make about a hundred acres of land available for cultivation. The Team commends the suggestion for the consideration of the State Government.



5.14. A gratifying feature of the Special Agricultural Colony started at Guruvinagadde Phod in B.R.T. Hills to settle 25 families of Soligas was the construction by the Soligas<sup>themselves</sup> of 20 thatched houses at a total cost of Rs.2490/-, an amount which was well within the sanctioned grant of Rs.150/- per house. The Social Welfare Department deserves to be congratulated on their initiative in encouraging the tribals to build better houses of a type with which they are familiar in place of the tiled houses which are often ugly and do not harmonise with the surroundings. Built at a tenth of the cost of tiled structures the thatched houses were as comfortable to live in as the tiled houses. The Colony has set an example which can well be copied by other States. The money saved thereby may be utilised for other purposes of lasting benefit to the tribals.

5.15. A Balwadi with a woman teacher in charge was another interesting feature of this colony. The children were bright and healthy. The woman teacher was given a sewing machine to teach tailoring to the tribal women.

5.16. It was brought to the notice of the Team that labour required for the cultivation of potato at the Government farm in B.R.T. Hills was being recruited through the Employment Exchange and that this procedure operated to deprive the tribals of opportunities of employment in their own area as they were ignorant of the procedure and did not apply for registration. Although the Social welfare Department has concurrent powers of registration in regard to tribals it was stated that they were approached only when the

Employment Exchanges had no candidates of their own to sponsor. The Team feels that the tribals should not be made to suffer for lack of coordination between the two registering agencies and recommends that in tribal areas the Social Welfare Department should be given the powers to sponsor direct to the appointing authorities tribal candidates registered on their rolls.

5.17. As the colony is in the midst of a forest the Team suggests that it should be possible to establish forest based industries in the area to provide a subsidiary occupation to the tribals.

5.18. Among the Land Colonisation Schemes undertaken by the State Government for the uplift of the tribals the most notable are the Multipurpose Cooperative Rehabilitation Projects at Shishila and Kaniyanpura. Ambitious in scope the aim of the projects is to see that development proceeds unhampered by vested interests. The programme is so comprehensive that the more important needs of the tribals are fully met in the colony itself. Land for cultivation, houses for the beneficiaries, schools for their children, agricultural credit, grain golas and staff for giving technical advice and guidance etc. come within the purview of the programme. At Shishila in South Kanara District 124 acres of land have been given for cultivation by 25 Malaikudiya families and at Kaniyanpura 25 Soliga families have been assigned 150 acres. In Kaniyanpura a Joint Farming Cooperative Society has been registered exclusively for the benefit of the tribals. A Consumer Cooperative Society has also been opened in the Colony. The Society is managed by a paid Secretary and a Fieldman.

5.19. As is to be expected in a programme so comprehensive the expenditure involved is large - Rs.1,70,400/- for Shishila and Rs.1,08,300/- for Kaniyanpura. The Team has no comments to make on the programme as such but feels that there are serious financial limitations to an extension of such a scheme

5.20. It has not been possible for the Team within the limited time available to make a detailed study of the large number of tribal agricultural colonies established in the State. But it seems to be generally true that as in many other States a large majority of the land colonisation schemes have not been working satisfactorily. The following reasons have been advanced for the indifferent performance of some of the land colonisation schemes in the Mysore State:

(1) Normally the Forest Department transfers lands to the Revenue Department for allotment to tribals. There is considerable delay in the transfer of lands by the Forest Department.

(2) Delay in the survey and issue of pattas in respect of lands allotted to tribals.

(3) Inadequate facilities to the tribals for land reclamation and soil conservation.

(4) Want of irrigation facilities in the colonies.

(5) Absence of facilities in the colonies for earning wages throughout the year, resulting in the migration of tribals in search of employment elsewhere.

(6) Exploitation of tribals by middlemen.

5.21. Before embarking on lavish expenditure on colonisation schemes in the Fourth Plan the Team suggests that it would be

prudent if the State Government undertake a scientific evaluation of the colonisation schemes taken up so far and approve only those which avoid the pitfalls of the past.

5.22. Soil Conservation: Shifting cultivation or 'podu' is practised in a few places but this is not a serious problem in the State. The total area under 'podu' is estimated at 2000 acres.

5.23. A sum of Rs.15750/- has been earmarked for soil conservation in MCRP colonies. But no special programme for soil conservation has been drawn up; nor has the question of undertaking soil conservation measures on a planned basis in the tribal areas been considered at any time.

5.24. The tribal areas in Mysore and Coorg districts form an integral part of an extensive tribal belt which spreads into the adjoining States of Madras and Kerala. If lasting results are to be achieved nowhere is an area approach more imperative than in the field of soil conservation. Any programme of soil conservation to be effective should, in the opinion of the Team, be drawn up after a survey of the entire tribal belt by a joint Team of officers of the State Governments concerned.

5.25. Minor Irrigation: No survey has been conducted to ascertain the irrigation potential in the tribal areas. No irrigation facilities have been provided exclusively for tribals in the general sector during the Third Plan period; nor has provision been made for such a programme in the Fourth Plan. Two minor irrigation projects, however, have been taken up in Belthangadi and Sullia taluks of South Kanara district

by Irrigation Department. The economic condition of the tribals has noticeably improved after the provision of irrigation facilities in these places.

5.26. Although 4000 minor irrigation works were taken up in the preceding Plans in the general sector it does not appear that the needs of the tribal areas were taken into consideration while formulating the irrigation programmes. Nor has any special programme been prepared for the tribal areas for ~~in~~ incorporation in the Fourth Plan. The Team feels that there is no justification for the complete neglect of the interests of the tribals in the provision of irrigation facilities and would suggest that a quick survey be undertaken of the irrigation potential in the tribal areas and irrigation facilities provided wherever feasible in accordance with a phased programme.

5.27. Animal Husbandry: No attempt has been made to upgrade the local cattle. Milk is scarce in the tribal areas.

Tribals rear pigs and there is scope for grading up the local breed. No piggery development programme, however, is in operation in the tribal areas. But the Team understands that a proposal is under consideration to undertake such a programme in Nagerhole and H.D.Kote T.D. Blocks.

5.28. Fisheries: Although the State has a coast-line of about 200 miles and the sea off the Mysore coast is stated to be one of the richest in fisheries in India, the tribals have not benefited by the activities of the Fisheries Department as they live away from the coast. The Team

understands that there is very little scope for the development of inland fisheries in the tribal areas of the State.

5.29. Forests: Tribals have no statutory rights in the forests. Even traditional rights such as free grazing and cutting of timber for bonafide domestic use, which the tribals enjoy in some other States, have not been recognised in Mysore. Tribals who are simple and illiterate cannot be expected to apply for permits every time they want to extract timber or firewood for domestic use. There is a clear need for a modification of the rules to avoid hardship to the tribals.

5.30. While the Team appreciates the importance of forests in the economy of the country it feels that it would be grossly unfair to ignore altogether the interests of the tribals who have been inhabiting the forests from time immemorial. But unfortunately the attitude of the Forest Department here, as in many other States, seems to be one of callousness, indifference and neglect where the tribals are concerned.

The Team was shocked to learn that in its enthusiasm for setting up a game sanctuary in the State the Forest Department had taken steps to drive out the tribals inhabiting the area, brushing aside the plea of the Social Welfare Department that they should not be turned out of their habitation before taking adequate steps for their rehabilitation. Cases have come to the notice of the Team where the Forest Department had to be persuaded with difficulty to release water in tanks lying in the reserved forests for irrigating tribal areas lower down. Roads constructed by the Social Welfare Department of the State in reserved forests for the benefit of the tribals on the

express understanding that they would be maintained by the Forest Department were found by the Team to have been badly neglected. The impression gathered by the Team in the course of its tours of the various States is that the Forest Department with its essentially departmental outlook, is making the life of the tribals unconscionably difficult. The Team does not foresee any change in its attitude, unless the State Government make the welfare of the tribals living in the forests as one of the aims of the Forest Department. It is not impossible to reconcile the interests of scientific forestry with the interests of the tribals, who, if handled with sympathy, can be an asset to that Department.

5.31. Forest Labour Cooperatives: Forest Labour Cooperatives have not made much headway in the State. Transport of felled trees and disposal of minor forest produce are generally entrusted to contractors while the felling of trees, charcoal burning, preparation of coupes and afforestation are done directly by the Forest Department. In forest works executed directly by the Department, tribals are employed as unskilled labourers. It was, however, brought to the notice of the Team that the Forest Department was engaging non-tribal labour for 'kumri' cultivation even when tribal labour was available. The Team feels that tribal labour is entitled to preference in such operations and recommends that non-tribal labour should be employed only when tribal labour is not available.

## Chapter - VI

### TRIBAL DEVELOPMENT BLOCKS, COOPERATION AND PANCHAYATS

6.1 Tribal Development Blocks: There are at present three ad hoc Tribal Development Blocks and one double ad hoc Tribal Development Block, comprising six taluks in all. The double Tribal Development Block is in the South Kanara district and covers the taluks of Udipi, Karkal and Belthangadi. Of the three ad-hoc Blocks, Somwarpet and Nagerhole are in Coorg <sup>district</sup> and H.D.Kote in Mysore district. Particulars about the blocks are given in the statement below:

#### TRIBAL DEVELOPMENT BLOCKS

District	Name of Block	Total population	Tribal population	% of tribal population to the total population	Area of Block	Dt. of conversion as T.D. Block	REMARKS
1.	2.	3.	4.	5.	6.	7.	8.
Mysore	H.D.Kote	75,394	10,218	13.55%	47,97,250 acres	-	This is a tribal Ad-hoc Dev. Block started during III Five Year Plan.
Coorg	Nagerhole	53,163	20,484	38.53%	2,10,774 acres.	-	--do--
Coorg	Somwarpet	1,5,900	13,980	13.11%	363 sq. miles.	-	Ad-hoc block started during 1966-67
South Kanara	1) Udipi	3,25,955	14,839	4.54%	355 sq. miles	-	--do--
	2) Karkal	1,82,471	8,505	4.66%	447 sq. miles.	-	--do--
	3) Belthangadi	1,06,452	9,268	8.57%	302 sq. miles.	-	--do--



6.2 Apart from the staff for normal Community Development Blocks each of the Blocks has been given the assistance of 2 clerks for office work, 3 tribal inspectors for field work and an agricultural inspector. In the H.D. Kote and Nagerhole Blocks, provision has been made for the appointment of a Forester. The B.D.O. is the Chief Executive Officer and is responsible for implementing the T.D. programmes in the Block.

6.3 Certain posts like those of midwives have remained vacant for years in the T.D. Blocks. In the absence of incentives like special pay, residential accommodation etc. it would be difficult to attract suitable persons to work in out of the way tribal areas.\* The Team came across a Doctor in a remote tribal area who was a cripple. With his disability he could hardly be expected to do justice to his work in a difficult terrain.\*\* Picked officers with a special aptitude for tribal welfare work should be posted to tribal areas and inducement in the form of special pay should be given as they have often to run two establishments. The practice of posting persons who are condemned as inefficient, or as a punitive measure to the tribal areas should be deprecated.

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\* The Team understands that a beginning has since been made in the case of Tribal Welfare Inspectors who are now being granted a special pay of Rs.30/- p.m.

\*\* The Team has been informed that while the Doctor has since been transferred, it has not been possible to secure a substitute for him as yet with the result that the post is vacant.

6.4 Cooperation: Two multipurpose cooperative societies were started for the tribals during the Third Plan period. Five more societies were opened during the year 1966-67 at the following places:

S.No.	Name of the Taluk	Villages	District
1.	Belthangadi, Puttur and Sullia	Puttur	South Kanara
2.	Somwarpet & Mercara	Kushalnagar	Coorg
3.	Gundlupet & Nanjangud	Gundlupet	Mysore
4.	Yelandur & Chamarajanagar	B.R.T.Hills	-do-
5.	Kanakapura & Anekal	Kanakapura	Bangalore

These societies collect minor forest produce (bamboos, ivory and canes) and take labour contracts. Some of them have also opened provision stores. They are organised on the lines of those functioning in Maharashtra and Gujarat.

An initial grant of Rs.32,000/- was made to the two societies started during the Third Plan by way of working capital.

The amount was raised to Rs.4,00,00/- in the case of societies started in 1966-67.

6.5 The President of a Taluk Development Board brought to the notice of the Team a case where the Government, after agreeing to allot to the forest labour cooperative society functioning in his jurisdiction the monopoly of collecting minor forest produce in two taluks, had later by informal instructions modified their order and excluded the more

profitable taluk from the purview of the society. As the contractor operating in the neighbouring taluk could always manage to get the minor forest produce from the taluk allotted to the society smuggled into his area of operations the President felt that there was very little chance of the Forest Labour Cooperative Society functioning successfully and gave up the contract under protest. The Team is not aware of the circumstances in which the original orders of the Government were modified and can only make the general observation that in the clash between vested interests and the voiceless tribals the interests of the latter cannot be advanced unless they receive the wholehearted support of the State Government.

6.6 Grain Golas: Grain golas or grain banks are organised in the tribal areas for meeting the requirements of tribals for consumption as well as for use in sowing operations. Paddy is given on credit to cultivators and recovered after the harvest. Besides issuing grain and advancing cash loans, grain golas also undertake service functions such as supply of improved seeds, fertilizers and manures. So far, ten grain golas have been established in the tribal areas of the districts of Mysore (5) Coorg (1) South Kanara (2) and Bangalore (2).

6.7 Panchayati Raj: The Panchayati Raj was introduced in the Mysore State on the 1st November, 1959 under the Mysore Village Panchayats and Local Boards Act, 1959. The Act provides for a three-tier system - the Development Council at the district level, the Taluk Development Board

at the taluk level and the Village or Town Panchayat at the village level. Both the Panchayats and Taluk Boards are directly elected. Annexure VI contains information regarding the composition, term and main functions of Panchayat bodies in the State.

6.8 The Act recognises the gram sabha composed of all the adult residents in a village. In the Panchayats, seats are reserved for members of the scheduled castes and scheduled tribes according to their population. The MLAs and MLAs of the area are members of the Taluk Boards. The B.D.O. (the Tehsildar in the case of non-block areas) is the Chief Executive Officer of the Taluk Development Board.

6.9 The District Development Council consists of the Presidents of the Taluk Development Boards, Local MPs, MLAs, MLAs, a woman and a member of the scheduled caste nominated by Government. The Deputy Commissioner is the ex-officio Chairman of the District Development Council and the District Development Assistant to the Deputy Commissioner functions as a Secretary of the District Development Council.

6.10 The gram panchayat is responsible for the construction and maintenance of village roads, wells, tanks, sanitation, improvement of cattle, promotion of cottage industries and agriculture at the village level. The Taluk Development Board is responsible for the construction and maintenance of roads, minor irrigation works, promotion of agriculture, cooperation, community development and implementation of development programmes. The Board is also responsible for the supervision of the work of Panchayats within its limits.

The District Development Council is a coordinating and supervisory body with no executive functions. Its main duties are to scrutinise and approve the budgets of Taluk Boards, to review their work from time to time and to coordinate development activities in the district.

6.11 The Panchayati Raj in Mysore differs from the common pattern of Panchayati Raj in two respects: first, the middle tier in Mysore is not at the block level but at the taluk level and secondly, the Taluk Development Boards are directly elected with the result that there is no organic link as in some other States between the Village Panchayat and the Taluk Development Boards.

6.12 The State Government appointed a Committee in 1962 to study the working of the Panchayati Raj in Mysore and to suggest measures for enabling the Panchayati Raj bodies to execute development programmes more efficiently. The Committee recommended that the District Development Council, which is at present an advisory and coordinating body, ~~should~~ on the analogy of the Zila Parishads in Maharashtra, take over the responsibility of planning and development at the district level while the Taluk Development Boards should be made the agency for the implementation of the programmes of the District Councils. The Committee also expressed the view that the taluk should continue to be retained as a unit for purposes of development. The State Government has not, however, agreed to set up Zila Parishads or clothe the existing District Development Council with additional powers

as, in their view, the present arrangement is working satisfactorily. Although prima facie a taluk seems to be too small a geographical entity to qualify as a suitable unit for purposes of development the Team does not feel justified in pressing a view contrary to the one expressed by the Committee appointed by the State Government.

6.13 As all development programmes are executed by the Taluk Development Boards it is important that E.D.Os who are the Chief Executive Officers of the Boards in Block areas should be selected from amongst officers who have a special aptitude for tribal welfare work. The Team suggests that postings in such cases should be made in consultation with the Social Welfare Department who are directly concerned with the progress of development schemes in tribal areas.

6.14 The Mysore Village Panchayats and Local Boards Act, 1959 provides for the reservation of seats for members of Scheduled Castes in the Taluk Development Boards and for nominations on the District Development Councils. Scheduled Castes as defined in the Act include also the Scheduled Tribes. In the opinion of the Study Team the interests of the Scheduled Tribes are apt to be overlooked by their being clubbed with the Scheduled Castes who unlike the tribals are politically influential and far more articulate. To ensure that the interests of the Scheduled Tribes are adequately safeguarded the Team recommends that the definition of Scheduled Castes may be amended to exclude the Scheduled Tribes from its purview and a special provision made in the Act for their representation on Village Panchayats and other Local Bodies.

## Chapter - VII

### EDUCATION

7.1 As stated already, there were 38 Ashram Schools and four hostels for tribal children by the end of the Third Plan. A separate school is being run in Mangalore for the children of Koragas to whom the stigma of untouchability still clings presumably by reason of their occupation as scavengers. The working of the Ashram Schools is generally satisfactory but in the absence of incentives there is a dearth of qualified teachers to work in the tribal areas.

7.2 During Team's tour, the following problems of tribal education were brought to its notice:

1. Ashram Schools provide, at present, facilities for education only upto the primary level. The suggestion was made that a stage had been reached when these schools should be upgraded at least to the middle school level. The Team is in entire agreement with the suggestion and feels that if the present high wastage noticed in the education of tribal children is to be minimised urgent steps should be taken not only to upgrade the Ashram Schools as suggested above, but also to establish High Schools at selected places with hostels for both boys and girls. The High Schools and hostels may be thrown open to non-tribal children but preference should be given to tribals.

2. There are no technical institutes in the tribal areas but of the sanctioned seats 5% has been reserved for tribal boys and girls in technical institutes located in

Mysore, Coorg and South Kanara districts. In view of the slow progress in the educational field it does not appear that even this quota has been fully utilised by the tribals.

3. Vocational training for tribals should be linked as far as possible, to job opportunities. Superficial training is of no value. Skills acquired should be such as to enable the trainees to produce goods of marketable quality. If production-cum-training centres are to succeed, there should be a ready market for the goods produced.

7.3 The Team is distressed to note that even after 20 years of Independence, the tribal communities with the exception of Marattas, have not produced even a handful of graduates in the State. Talent, when discovered, should be encouraged and bright students should be assisted in every way to pursue their studies from the primary to the University stage or even beyond. This will be possible only if the Social Welfare Department takes a parental interest in their progress. The Team suggests that it should be possible to draw up a scheme for spotting talent and watching the progress of promising tribal students. The absence of a scheme for a systematic 'follow-up' accounts, in the opinion of the Team, for much of the wastage noticed in the education of tribals.



## Chapter - VIII

### MEDICAL AND PUBLIC HEALTH

8.1 The common diseases amongst the tribals in the State are nutritional deficiency, scabbies, diarrhoea and yaws. There are five tribal mobile health units in the State functioning in Mysore, Coorg and South Kanara districts - each with one doctor, one compounder, two health inspectors and two midwives. Each unit has a jeep at its disposal. However, out of the five units, three units are working satisfactorily. Apart from these mobile health units, maternity health services have been provided in the tribal areas. Each maternity health unit has a trained midwife who is given a maternity and a first-aid kit and a few standard mixtures for the treatment of minor diseases. She is usually stationed in a central place in the interior of the tribal areas and is expected to visit the tribal colonies in the vicinity. She also does the work of a health educator and assists in the prevention of diseases. This is a useful scheme but unfortunately it has not been found possible to secure the required staff to work in the interior areas owing to difficult living conditions. There are 20 such sanctioned units of which 5 are in the Mysore district, 8 in the Coorg district, 6 in the South Kanara district and 1 in the Bangalore district. But only 5 units -- 4 in Coorg

and 1 in Mysore - are functioning at present\*. The others are dormant for want of trained midwives willing to work in tribal areas. The Team has already stressed the need for incentives for work in tribal areas and while not wishing to labour the point would venture to make the general observation that there is no field of activity where an attempt to economise on incentives is more ill advised than in the field of tribal welfare where half-hearted measures, while they may satisfy statistical requirements, really result in unnecessary waste of valuable resources.

8.2 Water Supply: Tribals depend mostly on running water from streams for drinking purposes. Steps have been taken to provide safe drinking water and by the end of the Third Plan, 50 drinking<sup>water</sup>/wells had been sunk. It was stated that 120 more wells would be needed to meet the requirements of the tribal areas and against this number a programme in the Fourth Plan provides for the sinking of only 79 drinking water wells. The Team feels that the supply of drinking water should be given high priority and recommends that the sinking of wells to provide safe drinking water in the tribal areas should be accelerated.

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\* The Team has since been informed that regarding Midwives, the position is better now. Against a provision of 20 Maternity Health Units, 10 Units are working at present since Mid-wives have been made available by the Department of Public Health. The remaining 10 Units are, however, still not working for want of Mid-wives.

## Chapter -IX

### INDUSTRIES & MINERALS

9.1. Industries: There are no large, medium or small scale industries in the tribal areas. However, there is scope for the development of cottage industries. The following four Bamboo and Rattan Craft Centres are now functioning in the State:

1. Muthur - Periyapatna taluk, Mysore district.
2. Penjahally - Heggadadevankot taluk, Mysore district.
3. Basavanahally - Somwarpet taluk, Coorg district.
4. Bhothanahalli - Anekal Taluk, Bangalore district.

These Centres impart training in bamboo and rattan work and have helped the tribals in producing articles of marketable quality. Raw materials for these crafts are found in abundance in the tribal areas. It is proposed to strengthen these training centres in the Fourth Plan and construct buildings for them.

9.2. Arrangements for training in bead making and fine bamboo craft have also been made in collaboration with the Central Handicrafts Board in Bangalore. Tribal men and women are undergoing training at this Centre and are making satisfactory progress. In view of the success of the experiment it is proposed to continue the scheme in the Fourth Plan period and also set up regular workshops wherein the tribal trainees can find regular employment on daily wages.

9.3. The Team came across a Centre in Mysore where parts of telephone receivers were being assembled by girls. The various

parts were received from the Telephone Factory located in Bangalore and the assembled receivers were sent back to the Factory. As Mysore District has a sizable tribal population the question of training educated tribal girls at the Centre with a view to providing them regular employment may be considered by the authorities in charge of the Centre. To ensure success the trainees should be given reasonable stipends during the period of training and accommodation in girls' hostels.

9.4. Koragas are, as stated already, by far the most backward tribal community in the State. They have no aptitude for agriculture but are good at basket making. The forest rules do not permit them to collect bamboo and cane from the forest. The Team, therefore, recommends that the Forest Rules may be relaxed to enable them to collect bamboo and cane from the forests.

9.5. The State Government propose to set up in the Fourth Plan period a Backward Classes Marketing and Finance Corporation. While details are still being worked out its functions are stated to include training, organisation of cooperatives and their financing and marketing. The entire scheme of craft training will also be taken over by the Corporation.

9.6. Minerals: There are no mines in the tribal areas; nor have any sizable deposits of exploitable minerals been brought to light by the geological survey.

## Chapter X

### COMMUNICATIONS

10.1. 125 miles of approach roads connecting tribal colonies with the main roads have been constructed during the Second and Third Plan periods and the years following the Third Plan. The Fourth Plan Draft Outline includes a provision of Rs.1 lakh for the construction of approach roads some 40 miles in length.

10.2. The expenditure incurred on communications in tribal areas is small as compared to the expenditure under this head in the general development programme. Approach roads and better communications in tribal areas have brought about an awakening among the tribals. However, as mentioned in the Report earlier, it was noticed by the Team that certain approach roads constructed by the Social Welfare Department were not being maintained properly. It is necessary that adequate funds should be provided for the maintenance and upkeep of these roads so that the expenditure on their construction does not become infructuous. The Forest or the public Works Department or the panchayat concerned as the case may be should take over the responsibility for the maintenance of these roads.

## Summary of Recommendations and Conclusions

S.No.	Summary	Reference	
		Page	Para

### Chapter I

#### Tribal Population

- |    |  |   |      |
|----|--|---|------|
| 1. | The Team came across a case where the same tribe treated as "Scheduled" in one region has been classified as "Denotified" in another. The Team regards the denial to the Denotified Communities, who are in every way tribal, of the benefits admissible to the scheduled tribes as invidious and contrary to the spirit of the Constitution and recommends that early steps may be taken by the Central Government to end the anomalies and the injustice inherent in them by a more rational classification of the tribes. | 8 | 1.10 |
|----|--|---|------|

### Chapter II

#### Development Plans

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|----|---|----|------|
| 2. | In the absence of a socio-economic survey it cannot be said that the Fourth Plan reflects the needs of the tribal communities. Nor is there any indication of special schemes being formulated under the plan to correct the imbalance as between tribe and tribe.  | 13 | 2.8  |
| 3. | In order to protect the interests of the scheduled tribes the State Government may consider modifying the order under which the Taluk Development Boards are required to earmark 18% of their funds for the benefit of scheduled castes and scheduled tribes to ensure that a reasonable percentage of Taluk Board funds is set apart exclusively for the scheduled tribes, especially in areas where there is a sizable tribal population. | 14 | 2.10 |

### Chapter III

#### Administration

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|---|---|----|-----|
| 4 | If the pace of progress is to be accelerated and interests of the tribals adequately protected, the Director of the Social Welfare Department should have as his deputy, a senior officer, who will devote himself exclusively to the problems affecting the tribals. | 16 | 3.3 |
|---|---|----|-----|

- |    |   |    |     |
|----|---|----|-----|
| 5. | Attempts should be made to enlist the cooperation of voluntary organisations for advancing the welfare of the tribals. Official effort should be seconded by dedicated voluntary service if it has to make a lasting impact on the tribals. | 18 | 3.7 |
|----|---|----|-----|

#### Chapter IV

##### Land Problem and Indebtedness

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|----|---|----|-----|
| 6. | In areas where sizeable areas of Government land are available for allotment a Revenue Inspector, who will act as a liaison officer between the Social Welfare Department and the Revenue Department, may be entrusted with the work of assigning lands to tribals. In the selection of land for tribals, the help of non-official agencies may usefully be enlisted. | 19 | 4.2 |
| 7. | A survey may be undertaken urgently of 'hadlu' land which girdles the forest areas of Coorg. The 'hadlus' located after such a survey may be reserved for allotment to the tribals.   | 20 | 4.3 |
| 8. | The provision of a ban on the transfer of tribal land to non-tribals should be made in the proposed amendments to the rules, now under the consideration of the State Government.   | 21 | 4.4 |

#### Chapter V

##### Agriculture and Allied Sectors

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|-----|---|----|-----|
| 9.  | The State Govt. may consider giving selected tribals licences for muzzle loaders as a measure of protection for their crops against depredations by pigs and wild elephants.  | 24 | 5.4 |
| 10. | Unless the tribals are given wages during the period of reclamation and a subsidiary occupation to supplement their income to enable them to earn a living during the 'off' agricultural season they will have no alternative but to abandon the colony to eke out a living elsewhere as labourers. | 25 | 5.7 |
| 11. | The State Govt. should strengthen the hands of the local officers and take stern action against elements who have a vested interest in perpetuating the backwardness of the tribals.  | 6  | 5.8 |

12. Before embarking on colonisation schemes the prospects of success should be carefully assessed and care taken to anticipate and avoid the mistakes which have occasioned the failure of such schemes in the past. 27 5.10
13. The State Government may consider the suggestion that 22 families in the Neriya Agricultural colony who are at present victims of the bonded labour can all be settled if a hundred acres of land are made available for cultivation. 28 5.13
14. In the Special Agricultural Colony started at Guruvinnagadde Phod the thatched houses, built at a tenth of the cost of tiled structures, were as comfortable to live in as the tiled houses. The colony has set an example which can well be copied by other States. The money saved thereby may be utilised for other purposes of lasting benefit to the tribals. 29 5.14
15. In tribal areas the Social Welfare Department should be given the powers to sponsor direct to the appointing authorities tribal candidates registered on their rolls for the purpose of employment. 29 5.16
16. As the Special Agricultural Colony at Guruvinnagadde Phod in B.R.T. Hills is in the midst of a forest it should be possible to establish forest-based industries in the area to provide a subsidiary occupation to the tribals. 30 5.17
17. Before embarking on lavish expenditure on colonisation schemes in the Fourth Plan it would be prudent if the State Government undertake a scientific evaluation of the colonisation schemes taken up so far and approve only those which avoid the pitfalls of the past. 31 5.21
18. Any programme of soil conservation to be effective should be drawn up after a survey of the entire tribal belt spreading into the adjoining States of Madras and Kerala by a joint Team of officers of the State Governments concerned. 32 5.24
19. There is no justification for the complete neglect of the interests of the tribals in the provision of irrigation facilities. A quick survey may be undertaken of the irrigation potential in the tribal areas and irrigation facilities provided wherever feasible in accordance with a phased programme. 33 5.26



- |  |    |      |
|--|----|------|
| 20. Tribals who are simple and illiterate cannot be expected to apply for permits every time they want to extract timber or firewood for domestic use. There is a clear need for a modification of the rules to avoid hardship to the tribals.   | 34 | 5.29 |
| 21. The welfare of the tribals living in the forests should be made one of the aims of the Forest Department. It is not impossible to reconcile the interests of scientific forestry with the interests of the tribals, who, if handled with sympathy, can be asset to the Department. | 34 | 5.30 |
| 22. The Team feels that tribal labour is entitled to preference in forest operations and recommends that non-tribal labour should be employed only when tribal labour is not available.  | 35 | 5.31 |

#### Chapter VI

#### Tribal Development Blocks, Cooperation and Panchayats

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| 23. Picked officers with a special aptitude for tribal welfare work should be posted to tribal areas and inducement in the form of special pay should be given as they have often to run two establishments. The practice of posting persons who are condemned as inefficient or as a punitive measure to the tribal areas should be deprecated.                                   | 37 | 6.3  |
| 24. In the event of a clash between vested interests and the voiceless tribals, the interests of the latter cannot be advanced unless they receive the whole-hearted support of the State Government.  | 38 | 6.5  |
| 25. Although <u>prima-facie</u> a Taluk seems to be too small a geographical entity to qualify as a suitable unit for purposes of development, the Team does not feel justified in pressing a view contrary to the one expressed by the Committee appointed by the State Government which advocated for more powers for District Development Councils.                             | 41 | 6.12 |
| 26. The B.D.Os who are the Chief Executive Officers of Taluk Development Boards in Block areas should be selected from amongst officers who have a special aptitude for tribal welfare work. The postings in such cases should be made in consultation with the Social Welfare Department who are directly concerned with the progress of development schemes in the tribal areas. | 42 | 6.13 |

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| 27. The Mysore Village Panchayats and Local Boards Act, 1959 may be amended so as to include a special provision in the Act for the representation of the Scheduled Tribes on Village Panchayats and other Local Bodies. | 42 | 6.14 |
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## Chapter VII

### Education

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|---|----|--------|
| 28. If the present high wastage noticed in the education of tribal children is to be minimised urgent steps should be taken not only to upgrade the Ashram Schools to the Middle School level but also to establish High Schools at selected places with hostels for both boys and girls. The High Schools and hostels may be thrown open to non-tribal children but preference should be given to tribals. | 43 | 7.2(1) |
| 29. Vocational training for tribals should be linked as far as possible to job opportunities. Skills acquired should be such as to enable the trainees to produce goods of marketable quality. If production-cum-training centres are to succeed, there should be a ready market for the goods produced.  | 44 | 7.2(3) |
| 30. It should be possible to draw up a scheme for spotting talent and watching the progress of promising tribal students. The absence of a scheme for a systematic 'follow-up' accounts for much of the wastage noticed in the education of tribals.  | 44 | 7.3    |
| 31. There is no field of activity where an attempt to economise on incentives is more ill-advised than in the field of tribal welfare where half-hearted measures, while they may satisfy statistical requirements, really result in unnecessary waste of valuable resources.   | 45 | 8.1    |

## Chapter VIII

### Medical and Public Health

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| 32. The supply of drinking water should be given high priority. The sinking of wells to provide safe drinking water in the tribal areas should be accelerated. | 46 | 8.2 |
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Chapter IX

Industries and Minerals

33. As Mysore District has a sizable tribal population 48 9.3  
the question of training educated tribal girls at  
the centre in Mysore, where parts of telephone  
receivers are being assembled by girls, may be  
considered by the authorities in charge of the  
centre. To ensure success the trainees should  
be given reasonable stipends during the period of  
training and accommodation in girls hostels.
34. The forest rules may be relaxed to enable the 48 9.4  
Koragas, the most backward tribe in the State, to  
collect bamboo and cane from the forests for  
basket making

Chapter X

Communications

35. Adequate funds should be provided for the main- 49 10.1  
tenance and upkeep of approach roads constructed  
by the Social Welfare Deptt. so that the expendi-  
ture on their construction does not become  
infructuous. The Forest Deptt. or the P.W.D or  
the Panchayat concerned as the case may be should  
take over the responsibility for the maintenance  
of these roads.

Annexure I

Copy of Government of India, Planning Commission, Committee on Plan Projects, Resolution No. COPP/Adm/16(1)/66 dated the 26th October, 1966, setting up the Study Team on Tribal Development Programmes, and incorporating change in composition of the Study Team made subsequently.

STUDY TEAM ON TRIBAL DEVELOPMENT PROGRAMMES

No.COPP/Adm/16(1)/66: Programmes for the welfare and development of scheduled tribes form an integral part of the Five-Year Plans. Although significant progress has been achieved in several directions, it is important that during the Fourth and Fifth Plan periods the process of economic and social development among tribal communities should be greatly accelerated. Rising levels of well-being, growing economic opportunities and greater integration with the rest of the population are essential both for the welfare of tribal communities and the progress of the country as a whole.

2. The Draft Outline of the Fourth Five Year Plan provides substantial resources for special programmes for the welfare of tribal communities and indicates a number of directions in which current development programmes should be reoriented. In the light of past experience, it has become essential that the schemes formulated should enable the tribal communities to secure an adequate share in the benefits of general development programmes and speed up their economic and social advance. With the object of giving practical effect to these recommendations and assisting State Governments in evolving concrete schemes of development which are specially adapted to the needs and conditions of tribal areas, at the suggestion of the Planning Commission, the Committee on Plan Projects have set up a Study Team on Tribal Development Programmes composed of the following:

(1) Shri P.Shilu Ao,  
Former Chief Minister  
of Nagaland

Chairman

- (ii) Shri L.M. Shrikant, Member  
Secretary, Bharatiya  
Adimjati Sewak Sangh  
and ex Commissioner  
for Scheduled Castes  
and Scheduled Tribes
- (iii) Shri T. Sivasankar, Member  
formerly Secretary in  
the Union Ministries  
of Irrigation and  
Power and Works,  
Housing and Supply  
and later Lt. Governor  
of Goa. (Appointed from April  
12, 1967, in place of  
Shri B. Mehta, IAS,  
Chief Secretary,  
Government of Rajasthan  
who left the Study  
Team on February 20,  
1967, consequent on  
his appointment as  
Member, Official  
Language (Legislative)  
Commission).

3. The Study Team will work in close cooperation with the Planning Commission, the Department of Social Welfare, the Commissioner for Scheduled Castes and Scheduled Tribes, the Department of Community Development and other Central Ministries concerned. In consultation with the Chief Ministers of States, the Study Team will co-opt one or more members in each State to function as members of the Team in relation to tribal development programmes in respect of that State.

4. The Study Team, thus enlarged, will acquaint itself first hand with the problems and needs of tribal communities in each State, appraise the working of tribal development programmes, specially during the Third Five Year Plan, and make detailed and specific recommendations regarding programmes of development to be carried out during the Fourth Five Year Plan. Particular emphasis will be given to devising measures for carrying the benefits of development in different sectors as effectively as possible to tribal communities and to the building up of the economy of tribal development blocks and tribal areas. The Study Team will give special attention to measures for strengthening

the personnel and machinery for implementing programmes for tribal development in each State. It will also suggest steps for harnessing the leadership and institutions among tribal communities so as to ensure their fullest participation in the tasks of economic and social development.

5. The Study Team is expected to complete its work over a period of one year.

6. The headquarters of the Study Team will be at New Delhi.

7. Ordered that the RESOLUTION be published in the Gazette of India for general information.



OCCUPATIONAL DISTRIBUTION OF WORKERS AMONG SCHEDULED TRIBES -  
1961 CENSUS

Sl. No.	Economic Classification	Scheduled Tribes		Total Population
		No. of persons	%age to workers	%age to workers
1	2	3	4	5
1.	Total population	1,92,096	100.00	100.00
2.	Non-workers	89,598	46.64	54.52
	Total Workers	1,02,498	53.36	45.48
			100.00	100.00
	(i) Cultivator,	43,145	44.04	43.13
	(ii) Agricultural Labourers	29,629	28.91	16.42
	(iii) Mining, Quarrying, Forestry, Fishing, Livestock, Hunting, Orchards Plantation & Allied.	2,325	12.02	3.13
	(iv) House-hold Industry	4,208	4.11	6.61
	(v) Manufacturing other than house-hold industry	1,967	1.92	3.93
	(vi) Construction	858	0.84	1.77
	(vii) Trade and Commerce	963	0.94	3.35
	(viii) Transport Storage Communication	298	0.29	0.96
	(ix) Other Services	7,105	6.93	9.37

Source: 1. Census of India 1961, Vol.I Part II-A(ii)  
PP LXII to LV.

2. Report of the Seminar on Employment of S.C. & S.T., Planning Commission, New Delhi, 1963.

Annexure III  
LEVELS OF LITERACY AMONG SCHEDULED TRIBES AND TOTAL POPULATION (By Sex) 1961 CENSUS

Level of Literacy	Scheduled Tribes				Total Population			
	Males		Females		Males		Females	
	Nos.	%age	Nos.	%age	Nos.	%age	Nos.	%age
1. Population	78,337		93,759		120,40,923	100.00	115,45,840	100.00
2. Rates without levels of education)	11,724	11.92	2,387	2.55	14,111	7.34	32,37,280	29.4
3. Literacy or basic	1,041	1.05	223	0.24	1,264	0.66	6,81,621	5.6
4. Literacy or basic	250	0.25	26	0.03	276	0.14	3,73,517	3.1
5. Total	-	13.24	-	2.81	-	8.15	-	14.2
6. Rural	-	12.26	-	2.48	-	7.40	-	-
7. Urban	-	31.10	-	8.27	-	20.23	-	-

Source: 1. Census of India 1961 - Vol. I Part II & (i), PP. 166-117

2. Report of Seminar on Employment of S.C. & S.T., Planning Commission, New Delhi, 1963.



Statement of targets achieved by  
the end of Third Five Year Plan

<u>Name of the Scheme</u>	<u>Achievement by the end of Third Plan</u>
<u>Education:</u>	
1. Starting and Maintenance of Ashram Schools, construction of school buildings and hostel buildings	42 schools and 13 school buildings and 11 hostel buildings
2. Community-cum-Women Welfare Centres	26 centres
3. Equipment and clothing to children	3000 children
4. Stipends to trainees in ITIs/ITCs	16 trainees
5. Starting of Government hostels	3 hostels
6. Award of Pre-matric scholarships	2900 scholarships
7. Increasing the strength in the existing hostels	400 Boarders
<u>Economic Uplift:</u>	
1. Craft Training	4 training centres and subsidies to 900 persons
2. Multipurpose Coop. Rehabilitation Projects	2 M.C.R.Ps.
3. Aid to Agriculture	2200 families
4. Approach roads	40 miles
5. Grain Golas	15
<u>Health, Housing and Other Schemes</u>	
1. Subsidies for construction of houses	750 families
2. Drinking water wells	50 wells
3. Mobile Health Units	1 unit
4. Legal Assistance	10 persons
5. Propaganda and Publicity	Tribal meets at 70 places
6. Maternity Health Assistance	11

INTEREST IN LAND AND SIZE OF LAND CULTIVATED IN RURAL AREAS  
ONLY BY SCHEDULE TRIBES (20% SAMPLE OF EACH HOUSE HOLD)

Size of land holdings (acres)	Total No. of Cultivating house-holds	%age of total H.H.	House-holds owning land or held from Government	Held from private persons or institutions for payments of money kind of share	Partly held from Govt. and partly from private persons
Less than 1	806	14.80	673	108	25
1 to 2.4	1266	23.25	756	145	65
2.5 to 4.9	1144	21.01	630	332	132
5.0 to 7.4	686	12.60	446	89	151
7.5 to 9.9	357	6.56	224	33	100
10.0 to 12.4	504	9.26	313	47	144
12.5 to 14.9	104	1.91	51	6	47
15.0 to 29.9	446	8.19	254	21	171
30.0 to 49.9	114	2.10	56	2	56
50.0 and above	17	0.30	11	-	6
Unspecified	1	0.02	1	-	-
Total:-	5445		3465	1083	897
Percentage of total house holdings	100		63.64	19.89	16.47

Composition, Term and Main Functions of  
Panchayat Bodies in Mysore

Body	Composition	Term	Main Functions	Remarks
Village Panchayat	11-19 A minimum of 2 seats reserved for women and reservation of seats for scheduled castes/scheduled tribes is according to population	5 years	Sanitation and conservancy, construction and maintenance of village wells, roads, bridges etc., promotion of cottage industries, cooperation, promotion and development of economic conditions with specific reference to agriculture etc.	Panches are elected by secret ballots. Sarpanche and Upsar panches are elected by panches.

Taluk Development Board

- (1) Members directly elected by ballot by the electorate of taluk.  
(2) Local MLAs and MLCs

4 years

Construction and maintenance of public roads, minor irrigation works, promotion of agriculture and co-operation etc., supervise and assist panchayats.

Reservation and Cooption

- (3) Two seats for women  
(4) Seats for scheduled castes on the basis of population

District Development Council

- (1) Deputy Commissioner (President)  
(2) Local MPs and MLAs and MLCs with a right to vote.  
(3) Presidents of Taluk Boards.  
(4) Such Officers (not exceeding 15) nominated by Government for such period as determined.

4 years

Approve budgets of Taluk Boards, Co-ordinate and supervise work of Taluk Boards.

Reservation and Cooption

- (5) One woman nominated  
(6) One scheduled caste member nominated.